

**Commonwealth of Virginia Emergency Operations Plan
Emergency Support Function #16**

**Emergency Support Function – No. 16
MILITARY SUPPORT**

Primary Agency:

Department of Military Affairs

Support Agencies:

- Virginia Army National Guard
- Virginia Air National Guard
- Virginia Defense Force

VERT ESF Branch/Section:

Military Support/Operations

Introduction

Emergency Support Function (ESF) #16 – Military Support integrates resources and supports the overall mission of emergency management within the Commonwealth of Virginia in coordination with the Virginia Department of Emergency Management (VDEM) including but not limited to the facilitation and delivery of essential services, technical assistance, engineering expertise, construction management, security, and other support to prevent, prepare for, respond to, and/or recover from an incident.

Scope

ESF #16 provides the staffing, functions, and professional expertise for all military support actions as a part of the VERT in preparation for, and in response emergencies, natural disasters, or other catastrophic events, or as deemed necessary by the Governor of Virginia.

Mission

The Department of Military Affairs will plan for, coordinate, command and control defense support to civil authorities in accordance with regulations to accomplish all military support missions assigned by the

Governor of Virginia or his authorized representative.

Organization

- A. The Department of Military Affairs (DMA) will determine the resources necessary to support emergency requests. Command and control will remain within military channels.
- B. For emergency defense support to civil authorities, Joint Force Headquarters Virginia (JFHQ-VA) can activate any one or all three strategically located JTFs to respond to a large scale event. These are JTF Hurricane, JTF Support, and JTF NOVA. Each JTF is commanded by a General Officer and staffed at the Major Subordinate Command Level.
- C. The JFHQ-VA Joint Operation Center (JFHQ-VA-JOC) is located at Fort Pickett in Blackstone, Virginia. A duty officer is always available through the Virginia Emergency Operations Center (VEOC) number: 1-804-674-2400.

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Policies

- A. The Governor of Virginia is the Commander-in-Chief of all forces in the Commonwealth organized under the Department of Military Affairs. The Adjutant General (TAG) of Virginia is the military commander.
- B. The Governor retains operational authority of all Federal or Reserve forces entering the Commonwealth to assist state authorities during an emergency, natural disaster, or other catastrophic event. Only the President of the United States can supersede the Governor's authority in response to an emergency in the Commonwealth by assuming control of all military forces.
- C. All military forces entering the Commonwealth, either Title 10 and/or Title 32/State Active Duty sent via EMAC from other states and territories, in response to an emergency will coordinate entry to any operational area and integration with Virginia forces through ESF # 16 and the VERT.
- D. DMA units will not respond to requests for assistance from local officials except to save human life, prevent extreme human suffering, or to prevent great damage to or destruction of property. DMA will advise local officials to submit requests for assistance through the VEOC.

Relationship to Other Plans:

ESF #16 provides the conduit for utilizing and incorporating the extensive network of preparedness for incident management, infrastructure support, command and control, public safety, security, and emergency and human services coordination established and maintained within the Commonwealth through a variety of interagency plans.

Concept of Operations

- A. DMA supports the VERT as ESF #16 at the VEOC through all phases of VDEM operations when directed by the Adjutant General of Virginia as authorized by the Governor.
- B. ESF# 16 provides support teams for following VERT sections: Operations, Planning, Logistics, and Finance.
- C. ESF# 16 staff coordinates with the Virginia National Guard liaison representative in ESFs 1 through 15 to ensure effective and efficient utilization of National Guard forces.
- D. DMA through ESF #16 has the capability to provide liaison representatives in each ESF at the VEOC.
- E. ESF# 16 will translate civilian support requests into military missions.
- F. ESF# 16 facilitates the logistical integration of Department of Defense and other States' National Guard forces through the Emergency Management Assistance Compact (EMAC).

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Section – 1: DEFENSE SUPPORT TO CIVIL AUTHORITIES (Federal)

MISSION

The VEOC will request federal military assistance when required and in accordance with regulations (see References). This includes support from the U. S. Army Corps of Engineers.

- C. In an imminent serious condition, commanders of active military installations are authorized to take prompt action to save human life, prevent extreme human suffering, or mitigate great destruction or damage of property.

ORGANIZATION

- A. The National Response Plan sets forth policies and concepts for federal disaster response. ARNORTH pre-designates the Defense Coordinating Officer (DCO) to serve as the point of contact for DOD support in disaster relief operations in Virginia.
- B. The U. S. Army Corps of Engineers (USACE) is authorized (by Public Law 84-99) to supplement the efforts of state and local governments in a flood emergency.

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CONCEPT OF OPERATIONS

- A. The state leadership will request federal DSCA only when state and local resources, to include DMA resources, are inadequate or not available.
- B. During emergency operations, the VEOC will normally access DSCA in coordination with FEMA and in accordance with the National Response Plan. State and local governments may, however request and receive assistance directly from a nearby military base for immediate life-saving operations. Local military bases may also need to coordinate directly with state and local officials in the event of a military-caused accident affecting the civilian population.

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Section 2: Action Checklist – Defense Support to Civil Authorities

1. Routine Operations

- a. Maintain staff duty roster with the VEOC.
- b. Maintain current information on organization and capabilities of the VaNG and the VaDF.
- c. Maintain all office supplies, blank forms, briefing charts, and SOPs.

2. Increased Readiness

A natural or man-made disaster is threatening some part of the state.

- a. Communications Watch Level
 - 1) Monitor WEBEOC.
 - 2) Provide increased manning at VEOC
 - 3) Alert ESF 16 personnel augmentation package.
 - 4) Initiate DMA Battle Rhythm in accordance with VERT operational timeline.
 - 5) Continue to maintain situational awareness and develop plans accordingly.
 - 6) Maintain journal, visual aids, maps, charts, and status reports.
- b. Initial Alert Level
Same actions and procedures as Communications Watch Level.
- c. Advanced Alert Level
Same actions and procedures as Communications Watch Level.

3. Response Operations

Mobilization Phase. Conditions continue to worsen requiring full-scale mitigation and preparedness activities.

- a. Increase to full manning at VEOC.
- b. Provide Support teams to VERT in Operations, Planning, Logistics, and Finance sections.
- c. Coordinate with DMA liaison representatives in each activated ESF at the VEOC.
- d. Coordinate the logistical integration of DOD and other States' NG forces through EMAC.

4. Recovery Operations

Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. "Normal" conditions are restored. Severely damaged structures are rebuilt or demolished and replaced. The damaged parts of the transportation, water, and communications infrastructure are replaced. The economy is restored. The duration of this period may extend for two years or more, depending upon the severity of the disaster.

- a. Recover radios, phones, and other equipment signed out.
- b. Review and close out the journals and logs.
- c. Prepare an after-action report. Submit to VERT Operations Chief.
- d. Review lessons learned. Modify plans and procedures as needed.

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- e. Prepare a report for reimbursement of disaster-related expenses in accordance with the Stafford Act. Submit to the VEOC.
- f. Confirm all emergency service personnel and submit for ESR through the Military Support Branch.

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Section 3A – State Military Support

Mission

The Department of Military Affairs (DMA) will plan for, coordinate, and control military assistance to civil authorities in accordance with regulations.

Organization

- A. The Department of Military Affairs will determine the resources necessary to support emergency requests, organize a task force or task forces that are best capable of accomplishing the support mission, and order the necessary units to the area of operations. Command and control will remain within military channels.
- B. For emergency military support to civil authorities, the state has been divided into two major sub-areas with a principal National Guard unit designated as the sub-area command (SAC). For civil disturbances, the SAC may or may not be used.
- C. A DMA duty officer is always available through the Virginia Emergency Operations Center (VEOC) toll free number: 1-800-468-8892.
- B. A second requirement is that National Guard support will be furnished only if it is not in competition with private enterprise or the civilian labor force; therefore, the required resources must not be available from commercial sources when National Guard assets are used.
- C. The following is a list of types of assistance the DMA could provide: back-up communications, transportation (air and ground), emergency feeding, area security, emergency equipment, medical care and water supply, search and rescue, radiological monitoring and reporting, decontamination assistance, limited fire fighting assistance, initial damage assessment, and engineering support.
- D. To activate the National Guard and the Virginia Defense Force (VDF), the Governor must sign an executive order, putting the Guard and VDF on state active duty. All requests for DMA assistance will be coordinated through the VEOC.
- E. The DMA will support state agencies in emergency operations by allocating available resources to "mission-type" requests submitted to the National Guard Command Center from the VEOC. Military commanders will retain the authority to determine necessity, amount, types, and duration of support to be rendered.

Concept of Operations

- A. The primary responsibility for disaster relief will be with local and/or state government and those federal agencies designated by statute. When the situation is so severe and widespread that effective response and support is beyond the capacity of local and state government and all civil resources have been exhausted, National Guard assistance may be provided.
- F. When a local government wishes to request law enforcement assistance, it usually declares a local emergency and notifies the VEOC/Governor that adequate response is beyond the capability of local government.

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- G. Local National Guard or VDF units will not respond to requests for assistance from local officials except to save human life, prevent extreme human suffering, or to prevent great damage to or destruction of property. Therefore, unless a request submitted to a local National Guard or VDF unit is a life or death situation, that local unit will refer such requests to the VEOC. The VEOC will then determine if DMA should respond or if another agency could better accomplish the task. After the National Guard is committed to a mission, the responding National Guard unit will be authorized to coordinate directly with the local officials to accomplish the objectives.
- H. Additional missions or changes in scope to approved missions must be requested through the VEOC.
- I. A liaison team from DMA will be furnished to the VEOC on request of the State Coordinator of Emergency Management.
- J. A liaison team from the Sub-area Command will be provided to VDEM Regional Field Offices on request of the State Coordinator of Emergency Management.

REFERENCES

- A. National Guard Regulation 500-1. B.
- B. DMA Emergency Operations Plan (most current).

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Action Checklist – State Military Support

1. Routine Operations

- a. Maintain staff duty roster with the VEOC.
- b. Maintain current information on organization and capabilities of the VaNG and the VDF.
- c. Maintain the DMA EOC, vehicles, and communications equipment.
- d. Maintain all office supplies, blank forms, briefing charts, and SOPs.

2. Increased Readiness

A natural or man-made disaster is threatening some part of the state.

- a. Communications Watch Level
 - 1) Verify the potential emergency situation.
 - 2) Identify journal operator and open journal.
 - 3) Identify and notify potential support personnel's supervisory chain of command.
- b. Initial Alert Level
 - 1) Prepare and issue orders as necessary.
 - 2) Develop a staffing plan for the DMA Command Center.
 - 3) Identify a liaison officer for VEOC staffing.
 - 4) Notify major subordinate commands of the emergency situation.
- c. Advanced Alert Level
 - 1) Staff the DMA EOC with appropriate staff functions.
 - 2) Initiate substance/contracting procedures.

- 3) Initiate/coordinate sustained DMA Command Center staffing plan
- 4) Maintain journal, visual aids, maps, charts, logs, and equipment status reports.

3. Response Operations

- a. Mobilization Phase
Conditions continue to worsen requiring full-scale mitigation and preparedness activities
 - 1) Issue warning order to affected units.
 - 2) Submit an initial status report to higher headquarters.
 - 3) Establish communications with the HQ of each deployed unit. Issue cellular phones as needed.
 - 4) Identify periods and personnel for State Active Duty.
 - 5) Conduct status briefings as needed with recommendations.
 - 6) Implement guidance from The Adjutant General or Chief of Staff.
- b. Emergency Phase
Disaster strikes. An emergency response is required to save lives and protect property.
 - 1) Receive missions from the VEOC or higher headquarters.
 - 2) Prepare orders and issue guidance to units.
 - 3) Ensure that reports are submitted/received and recorded.
 - 4) Post the status of personnel, equipment, and funding.
 - 5) Maintain an ongoing list of lessons learned throughout emergency operations

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- c. **Emergency Relief Phase**
Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Preliminary damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.
 - 1) Upon request, provide support to affected areas.
 - 2) Assist in providing communications in affected areas.
 - 3) Assist in providing temporary equipment and services such as generators, safety/security manpower augmentation, and portable facilities.
 - 4) Assist with debris management.

- d. Review lessons learned. Modify plans and procedures as needed.
- e. Prepare a report for reimbursement of disaster-related expenses in accordance with the Stafford Act. Submit to the VEOC.
- f. Confirm all emergency service personnel and submit for ESR through the Military Support Branch.

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4. Recovery Operations

Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. "Normal" conditions are restored. Severely damaged structures are rebuilt or demolished and replaced. The damaged parts of the transportation, water, and communications infrastructure are replaced. The economy is restored. The duration of this period may extend for two years or more, depending upon the severity of the disaster.

- a. Recover radios, phones, and other equipment signed out.
- b. Review and close out the DMA Command Center journal.
- c. Prepare an after-action report. Submit to higher Headquarters.

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Section 3B – Federal Military Support

Mission

The Virginia Emergency Operations Center (VEOC) will request federal military assistance when required and in accordance with regulations (see References below). This includes support from the U. S. Army Corps of Engineers.

Organization

- A. The Federal Response Plan sets forth policies and concepts for federal disaster response. First U. S. Army (Fort Gillem, Georgia) publishes the Military Support to Civil Authorities Plan. This plan pre-designates the Commanding Officer of Readiness Group Lee as the Defense Coordinating Officer (DCO) to serve as the point of contact for DOD support in disaster relief operations in Virginia. Readiness Group Lee is the military organization which will provide this service.
- B. The U. S. Army Corps of Engineers (USACE) is authorized (by Public Law 84-99) to supplement the efforts of state and local governments in a flood emergency.

Concept of Operations

- A. Federal military assistance will be requested only when state and local resources, to include state National Guard resources, are inadequate or not available.
- B. During emergency operations, the VEOC will normally access federal military assistance in coordination with DHS/FEMA and in accordance with the National Response Plan. State and local governments may, however request and receive assistance directly from a nearby

military base for immediate life-saving operations, especially if mutual aid agreements are in effect. Local military bases may also need to coordinate directly with state and local officials in the event of a military-caused accident affecting the civilian population.

- C. In an imminent serious condition, commanders of active military installations are authorized to take prompt action to save human life, prevent extreme human suffering, or mitigate great destruction or damage of property.
- D. Firefighting support will be provided to communities near military installations in accordance with existing mutual support agreements. In the absence of mutual support agreements, military installations will provide firefighting assistance under conditions of imminent seriousness or on approval of First Army.
- E. The NRP provides instructions for planning, use, and coordination of military forces during a federally-declared catastrophic emergency. This plan assumes that all National Guard forces and other state assets have been fully committed to the emergency relief effort before the Governor asks the President of the United States for federal assistance.
- F. Corps of Engineers Support
 - 1. Emergency relief work for coastal storm and flood emergencies clearly necessary for the preservation of life and/or property can be performed by the Army Corps of Engineers for a ten (10)-day period.

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2. USACE assistance will be supplemental to the maximum state and local capabilities and when it is readily apparent that federal resources are required to meet immediate needs. Public sponsorship and assurances are required.
3. Categories of Corps assistance are:
 - a. Channel clearance - clearance of key drainage channels or structures blocked by debris deposited during the flood event.
 - b. Debris clearance - removal of blockage of critical water supply intakes, sewer outfalls, bridge openings, etc., and minimum debris clearance to reopen critical access routes.
 - c. Temporary construction required to restore critical transportation routes or public services/facilities.
 - d. Other assistance required to prevent imminent loss of life as determined by the district commander.
4. Corps assistance will terminate following completion of work (not to exceed ten days--no extension) or upon assumption of work by state or local interest.

major disaster or emergency, the DHS/Federal Emergency Management Agency assumes financial responsibility for those categories of support covered by DHS/FEMA regulations. Political jurisdictions near federal military installations should execute mutual support agreements covering emergency circumstances resulting from natural disaster or other emergencies.

2. Cost sharing will not be required for support provided by the Corps of Engineers based on the critical nature of their authority under Public Law 84-99.

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G. Reimbursement Procedures

1. Normally, the recipient of federal military support, provided in an imminently serious condition, will be billed for reimbursement by the military service which provided the support. However, in a declared

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References – Military Support

- A. Department of Defense Directive 3025.1, Military Support to Civil Authorities, January 15, 1993.
- B. Military Support to Civil Authorities Plan, First U. S. Army, January 1996.
- C. U. S. Army Corps of Engineers Flood Emergency Assistance, Public Law 84-99, as amended.
- D. National Response Plan, Department of Homeland Security, November 2004